Report on Petersburg City School's Implementation of the Memorandum of Understanding and Findings of the Division-Level Review

Presented to the
Senate Finance Subcommittee on Education
by the
Virginia Department of Education
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Background Information

Pursuant to § 22.1-253.13:3 of the Code of Virginia and Regulations Establishing Standards for Accrediting Public Schools in Virginia (8 VAC 20-131-05 et seq.), the Board of Education has the authority to require a division-level review and to enter into a memorandum of understanding (MOU) with the local school board when the schools within the division fail to achieve full accreditation status.

Petersburg Public Schools has been in division-level review status since 2004, based on accreditation ratings and federal adequate yearly progress (AYP) ratings of the divisions and its schools.

The MOU with the Board of Education (BOE) requires Petersburg Public Schools to continue division-level academic review status, implement a corrective action plan, and report to the BOE regularly on the status of implementing the corrective action plan and the terms of the MOU.

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Corrective Action Plan

As required by the MOU, the BOE and the VDOE assigned a Chief Academic Officer (CAO) to work with the superintendent and administrative staff to coordinate and monitor the implementation of processes, procedures, and strategies associated with the corrective action plan resulting from the MOU.

The CAO coordinates with VDOE offices to provide technical assistance in support of the MOU and corrective action plan.

The CAO has administrative authority over processes, procedures, and strategies that are implemented in support of the MOU and funded by targeted federal and state funds with subsequent review and approval by the Petersburg School Board.

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The Petersburg School Board and Central Office staff adopted five key priorities for improving student achievement across the school division, ensuring alignment of resources with these priorities for improving student achievement, and holding the Board and staff accountable for results. These priorities are aligned with the expectations in this MOU and the following areas of focus:

- Student Achievement
- Leadership Capacity
- Teacher Quality
- Communication with all Stakeholders
- Safe and Secure Environment

Today's presentation will focus on student achievement and teacher quality.

Student Achievement

The MOU set specific accountability targets for each of three years beginning in 2007 with assessments from 2006-2007.

The division has failed to meet accreditation targets set forth in the MOU for two consecutive years.

For the 2008-2009 accreditation cycle and AYP ratings, the achievement target was having at least seven (7) schools making adequate yearly progress (AYP) and five (5) schools meeting the status of fully accredited.

By 2009, the accountability target as indicated in the MOU is that no schools will remain in accreditation denied status.

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Results for 2008

In 2008-2009, one of the seven schools remains fully accredited, one is returning to accredited with warning status, and five remain in accreditation denied status. Last year, two schools were fully accredited.

One of the seven schools made AYP in 2008-2009, as compared to two schools making AYP in the previous year.

Two schools entered Year 5 of school improvement after not making AYP for six consecutive years, and one school entered Year 7 of school improvement after not making AYP for eight consecutive years.

Two of these schools, including the school in Year 7 of school improvement, are middle schools.

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Efficiency Review

The BOE implemented a provision in the Appropriation Act that permitted it to authorize an efficiency review as part of a division-level academic review process.

As a part of the MOU, Petersburg Public Schools was required to incorporate 40 percent of the recommendations of the efficiency review by January 1, 2008, and half of the recommendations by January 1, 2009.

As a result of the efficiency review completed on January 10, 2007, by MGT of America, Inc., 90 recommendations were indicated, 38 of which were accompanied by fiscal implications.

Full implementation of the recommendations in this report would generate a total savings of \$34,620,950 over a five-year period.

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Efficiency Review Update

On July 28-29, 2008, MGT consultants revisited the division to follow-up on the key elements of the original efficiency review report and verify that the efficiency review recommendations with accompanying fiscal impact are being implemented and sustained over the long term.

MGT consultants determined that 39 of the 48 original efficiency review recommendations (81 percent) that had associated costs or savings have been partially or fully implemented.

The 48 recommendations had a project total in annual and/or one-time savings of \$2,322,497. To date, the school division has realized \$515,563 in savings or 22 percent of the projected total.

The school division exceed recommendations in reducing staff among clerical, academic support, and custodial positions.

The school division has realized 95 percent of the projected savings from reduction in instructional personnel.

The school division significantly expanded the installation of new computers in all division schools, nearly tripling the expenditures recommended.

Teacher Quality

The MOU also indicates key administrative responsibilities to raise student achievement. One of these responsibilities includes teacher quality.

As indicated in the MOU, the central office leadership team under the direction of the CAO or designee is to develop and monitor individual action plans to reduce provisional licenses for teachers and implement a research-based hard-to-staff incentive program.

The MOU requires Petersburg Public Schools to commit to hiring personnel who are the most qualified for the position vacancy.

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As of September 23, 2008:

Of the 399 teachers employed this year, 393 (98 percent) are licensed this year as compared to 95 percent last year.

Five teachers are not teaching in endorsed areas this year as compared to 11 teachers last year.

Sixty-one (15 percent) are new teachers this year as compared to 8 percent last year.

Six teachers were indicated as long-term substitutes this year as compared to 20 last year.

Petersburg will provide an update to the teacher quality data as a part of their report.

School Improvement Funding

The Office of School Improvement focuses special attention on divisions that have schools in advanced stages of Title I School Improvement.

As a result, school divisions that have schools in years 4, 5, and beyond of improvement status received a *Conditions* of *Award* document for signature by the superintendent.

All components of the *Conditions of Award* document must be addressed before reimbursement requests will be approved by the Virginia Department of Education.

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Conditions of Award

The department is requiring Petersburg Public Schools to:

Ensure that all schools in improvement meet the requirements of No Child Left Behind

Align all budget initiatives to the corrective action plan

Require the Chief Academic Officer to approve all requisitions and expenditures

Spend or encumber all monies by March 1, 2008

Contingency Restructuring Plan

The MOU specifies that a contingency plan be developed if the schools do not meet school accreditation targets. The MOU states:

The Petersburg School Board, Virginia Board of Education, and the Department of Education will develop a contingency plan for major restructuring to be in place for the 2007-2008 school year if significant improvements in student achievement and school accreditation do not occur for the 2006-2007 school year. The decision to begin the planning for restructuring will be based on reports provided by Petersburg Public Schools to both the Virginia Board of Education and department staff as well as recommendations made by the CAO throughout the year.

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A committee of outside experts from universities, community-based organizations working in Petersburg, the chief academic officer (CAO), and department staff met during the 2007-2008 year to develop an instructional intervention to be led by an outside entity for middle school students and parents (by choice of entry into the intervention) to begin in 2009-2010.

This plan was based in part on the work of Mass Insight Education and the concept of a turnaround zone.

The committee agreed that the plan should include an outside partner to develop and implement a comprehensive "school within a school" model for middle grade students.

The committee presented this plan at the June 18, 2008, meeting of the Accountability Committee for Schools and Divisions meeting (included as Attachment G, page 23).

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This plan meets the following conditions agreed upon by the Board of Education and Petersburg Public Schools:

Alternative governance.

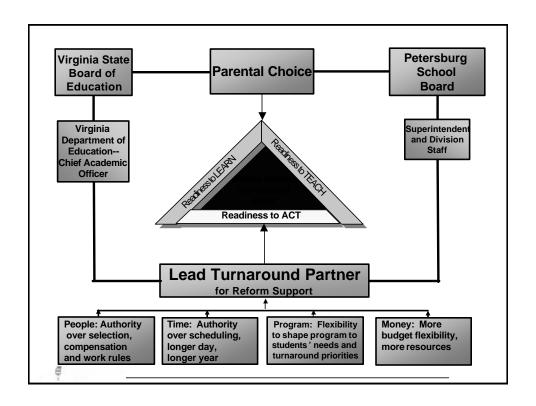
Choice option for middle school students and parents.

Research-based focus on core content.

Recruitment, selection, and supervision of highly qualified personnel by and independent entity.

Proven track record of educational success.

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Recommendations by the Virginia Board of Education

On September 25, 2008, the Board of Education recommended the following:

- 1. Petersburg Public Schools will report quarterly to the Board of Education student achievement data as prescribed by the Department of Education using the quarterly report form reviewed earlier in this presentation.
- 2. Petersburg Public Schools will report quarterly to the Board of Education a breakdown of teacher quality data as prescribed by the Department of Education, including teachers' progress toward full licensure and achieving highly qualified status.

3. As specified in the MOU, the Board of Education requests the Petersburg City School Board to plan for the implementation of the contingency restructuring proposal in the 2009-2010 school year and authorizes the Department of Education to assist Petersburg Public Schools in such planning by providing available federal resources.

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Questions

Attachment A: Background Information, page 11

Attachment B: Accreditation Status, page 12

Attachment C: AYP Status, page 14

Attachment D: Student Achievement Data, page 15

Attachment E: Teacher Quality Data, page 18

Attachment F: School Improvement Funding Conditions of Award, page 21

Attachment G: Contingency Restructuring Plan, page 23

Attachment A: Background Information

The Standards of Quality require local school boards to maintain fully accredited schools and to take corrective actions for schools that are not fully accredited.

§ 22.1-253.13:3. Standard 3. Accreditation, other standards and evaluation.

...Each local school board shall maintain schools that are fully accredited pursuant to the standards of accreditation as prescribed by the Board of Education. Each local school board shall review the accreditation status of all schools in the local school division annually in public session. Within the time specified by the Board of Education, each school board shall submit corrective action plans for any schools within its school division that have been designated as not meeting the standards as approved by the Board.

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In October 2004, the Virginia Board of Education (BOE) established criteria for identifying low-performing school divisions to undergo a division-level academic review. Petersburg City Public Schools met the criteria for division-level academic review as indicated in Section 22.1-253.13:.3. Standard 3. Accreditation, other standards and evaluation:

... When the Board of Education has obtained evidence through the school academic review process that the failure of schools within a division to achieve full accreditation status is related to division level failure to implement the Standards of Quality, the Board may require a division level academic review. After the conduct of such review and within the time specified by the Board of Education, each school board shall submit for approval by the Board a corrective action plan, consistent with criteria established by the Board and setting forth specific actions and a schedule designed to ensure that schools within its school division achieve full accreditation status. Such corrective action plans shall be part of the relevant school division's comprehensive plan pursuant to Section 22.1-253.13:6.

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Additionally, Section 8 VAC 20-131-300 of the Regulations Establishing Standards for Accrediting Public Schools in Virginia (SOA), adopted by the Board in September 2006, requires school divisions with Accreditation Denied schools to enter into a MOU with the BOE and implement a corrective action plan to improve student achievement in the schools identified with a status of accreditation denied.

Since Petersburg Public Schools had schools in accreditation denied status for the 2007-2008 academic year based on 2006-2007 results, the Board of Education determined that the MOU for division-level academic review would also serve as the MOU to satisfy Section 8 VAC 20-131-310.

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Attachment B: Accreditation Status

School Name	Accreditation	Accreditation	Accreditation
	Status	Status	Status
	(2006)	(2007)	(2008)
A.P. Hill	Accreditation	Accreditation	Accreditation Denied
Elementary	Denied	Denied	
J.E.B. Stuart	Accreditation	Accreditation	Accreditation Denied
Elementary	Denied	Denied	
Robert E. Lee Elementary	Accredited Withheld – Improving School	Fully Accredited	Fully Accredited
Walnut Hill	Fully	Fully	Accredited with Warning
Elementary	Accredited	Accredited	
Peabody Middle School	Accreditation Denied	Accreditation Denied	Accreditation Denied
Vernon Johns Middle (Jr. High)	Accredited with Warning	Accreditation Denied	Accreditation Denied
Petersburg High School	Accreditation Denied	Accreditation Denied	Accreditation Denied

School Name	Subjects Warned in 2006	Subjects Warned in 2007	Subjects Warned in 2008
A.P. Hill Elementary	Warned in English, Mathematics, History, Science	Warned in English, Mathematics, Science	Warned in English, Mathematics, History, Science
.E.B. Stuart Elementary	Warned in English, Mathematics	Warned in English, Mathematics, History, Science	Warned in English, Science
Robert E. Lee Elementary	Warned in Mathematics	Not Warned	Not Warned
Walnut Hill Elementary	Not Warned	Not Warned	Warned in English

School Name	Subjects Warned in 2006	Subjects Warned in 2007	Subjects Warned in 2008
Peabody Middle School	Warned in English, Mathematics, History, Science	Warned in English, Mathematics, History, Science	Warned in English, Mathematics, History, Science
Vernon Johns Middle (Jr. High)	Warned in English, Mathematics, History, Science	Warned in English, Mathematics, History	Warned in English, Mathematics, History
Petersburg High School	Warned in Mathematics, History, Science	Warned in Mathematics, Science	Warned in Mathematics, Science

School Name	AYP Status 2008	Sanction(s)
A.P. Hill Elementary	Did not make AYP Year 2 for English: Reading Did not make AYP for Mathematics	Public School Choice Supplemental Education Services (SES)
J.E.B. Stuart Elementary	Did not make AYP Year 5: English: Reading Year 1 Holding: Mathematics	Implement Alternative Governance in addition to Choice, SES, and Corrective Action
R.E. Lee Elementary	Made AYP	None
Walnut Hill Elementary	Did not make AYP English; Reading Did not make AYP for Mathematics	None

School Name	AYP Status 2008	Sanction(s)
Peabody Middle	Did not make AYP Year 5: English: Reading	Implement Alternative Governance in addition to Choice, SES, and Corrective Action
Vernon Johns Middle (Jr. High)	Did not make AYP Year 5: English: Reading Year 7: Mathematics	Implement Alternative Governance in addition to Choice, SES, and Corrective Action
Petersburg High	Did not make AYP Year 4 Holding: Reading: English Year 5: Mathematics	No additional corrective actions

Attachment D: Student Achievement Data

Standards of Learning (SOL) Assessment Pass Rates – AYP A. P. Hill Elementary

AYP Pass	2006	2007	2008
Rates	(Based on Assessments in 2005-2006)	(Based on Assessments in 2006-2007)	(Based on Assessments in 2007-2008)
English	54	59	61
Mathematics	49	64	64
Science	44	58	62
Writing	(SOA) 48	64	58
History	(SOA) 51	67	61
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Standards of Learning (SOL) Assessment Pass Rates – AYP J. E. B. Stuart Elementary

AYP Pass Rates	2006 (Based on Assessments in 2005-2006)	2007 (Based on Assessments in 2006-2007)	2008 (Based on Assessments in 2007-2008)
English	64	66	69
Mathematics	63	50	73
Science	68	63	68
Writing	(SOA) 66	53	51
History	(SOA) 74	68	76

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Standards of Learning (SOL) Assessment Pass Rates – AYP Robert E. Lee Elementary

AYP Pass	2006	2007	2008
Rates	(Based on Assessments in 2005-2006)	(Based on Assessments in 2006-2007)	(Based on Assessments in 2007-2008)
English	67	79	78
Mathematics	65	85	77
Science	69	77	75
Writing	(SOA) 77	64	72
History	(SOA) 76	81	76

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Standards of Learning (SOL) Assessment Pass Rates – AYP Walnut Hill Elementary

AYP Pass Rates	2006 (Based on Assessments in 2005-2006)	2007 (Based on Assessments in 2006-2007)	2008 (Based on Assessments in 2007-2008)
English	78	77	72
Mathematics	78	77	64
Science	71	73	70
Writing	(SOA) 77	74	66
History	(SOA) 77	75	59

Standards of Learning (SOL) Assessment Pass Rates – AYP Peabody Middle School

AYP Pass	2006	2007	2008
Rates	(Based on Assessments in 2005-2006)	(Based on Assessments in 2006-2007)	(Based on Assessments in 2007-2008)
English	46	45	52
Mathematics	25	28	41
Science	63	62	66
Writing	(SOA) 70	49	62
History	(SOA) 27	35	46

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Standards of Learning (SOL) Assessment Pass Rates – AYP Vernon Johns Junior High School

AYP Pass	2006	2007	2008
Rates	(Based on Assessments in 2005-2006)	(Based on Assessments in 2006-2007)	(Based on Assessments in 2007-2008)
English	54	56	58
Mathematics	34	39	50
Science	63	74	71
Writing	(SOA) 70	61	65
History	(SOA) 45	47	58

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Standards of Learning (SOL) Assessment Pass Rates – AYP Petersburg High School

AYP Pass Rates	2006	2007	2008
	(Based on Assessments in 2005-2006)	(Based on Assessments in 2006-2007)	(Based on Assessments in 2007-2008)
English	76	76	87
Mathematics	42	50	69
Science	53	61	64
NCLB Graduation Indicator	48	57	51
Writing	(SOA) 81	70	82
History	(SOA) 65	78	76

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Attachment E: Teacher Quality Descriptors Reported by Petersburg Public Schools (September 23, 2008)

Overall Licensure

Description	SY2005-06	SY2006-07	SY2007-08	SY2008-09 (Sept)
Number of Teachers	424	429	422	399
Licensed Teachers	396 = 93.4%	415 = 96.7%	401 = 95%	393 = 98%
Unlicensed Teachers	28 = 6.6%	14 = 3.3%	21 = 5%	6 = 2%

New Teachers

Description	SY2005-06	SY2006-07	SY2007-08	SY2008-09 (Sept)
New Teachers	54= 12.7%	47 = 11%	36 = 8.5%	61 = 15%
Teachers not Endorsed in Area of Teaching			11	5

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Other Teacher Quality Indicators

Description	SY2005-06	SY2006-07	SY2007-08	SY2008-09 (Sept)
Number Of Title I Teachers	199	199	185	163
Highly Qualified Professional Development	100%	100%	100%	100%
Highly Qualified Teachers	83.60%	90.7%	86.7%	85%
Average Years Teaching Experience	11.7	11.6	12.4	12.2
Teacher Turnover	128 = 29.4%	92 = 21.7%	116 = 27%	67 = 17%

Post-Graduate Degrees

Description	SY2005-06	SY2006-07	SY2007-08	SY2008-09 (Sept)
Masters	124	138	144	133
Juris Doctorate	1	1	1	1
Education Specialist	0	0	0	0
Doctorate	2	3	1	1

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Substitutes

Description	SY2005-06	SY2006-07	SY2007-08	SY2008-09 (Sept)
Number of Teachers Designated as Substitutes	18	20	20	6
Substitutes Unlicensed	11	12	16	6

Attachment F: Conditions of Award for School Improvement Funding

Condition 1: Submission and approval of school improvement plans

Condition 2: Restructuring/Alternative Governance Questionnaire

Condition 3: Restructuring/Alternative Governance Implementation Requirements

Condition 4: Notification Requirements

Provide prompt notice to teachers and parents whenever restructuring/alternative governance implementation occurs.

Provide the teachers and parents with an adequate opportunity to comment before taking any action and participate in developing any plan.

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Condition 5: School Participation in the Center for Innovation and Improvement School Restructuring Inservice throughout the year

Condition 6: Approvable Expenditures

The Title I School Improvement grant is to be used <u>only</u> to fund the initiatives agreed upon by the Petersburg City Public Schools and the Virginia Department of Education, as documented in the approved school/division budgets and the corresponding School Improvement Plans.

The purchase of computer equipment must be pre-approved by the Chief Academic Officer and the offices of School Improvement and Program Administration and Accountability at the Virginia Department of Education.

Revisions to the budgets and applications are to be submitted by the Chief Academic Officer in consultation with the Virginia Department of Education and the School Improvement Coordinator.

The Virginia Department of Education requires the expenditure of all funds (with quarterly reimbursement submission) by March 1, 2009. The Chief Academic Officer will have the latitude to encumber additional funding for such initiatives as summer professional development after March 1, 2009.

Condition 7: Special Requests for Reimbursements Conditions

Requests for reimbursements through the Title I office must receive <u>signature pre-approval</u> by the Chief Academic Officer in consultation with the School Improvement Coordinator.

The Virginia Department of Education reserves the right to provide a second signature pre-approval of reimbursement requests before the submission of such through the Online Management of Education Grant Awards (OMEGA) system

Condition 8: Restructuring Quarterly Report

Condition 9: Additional Quarterly Reporting

In addition to the areas in the quarterly report, the Petersburg Public Schools will also report, on a quarterly basis, on the TeachFirst and Voyager programs in schools receiving School Improvement funding.

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Teacher quality data will also be required quarterly. The Chief Academic Officer will provide a quarterly reporting form.

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Condition 10: Monthly or Bi-weekly Minutes Submission of Alternative Governance Meetings

Vernon Johns Middle, Peabody Middle, and Stuart Elementary will report on the decisions and actions resulting from alternative governance meetings in schools receiving School Improvement funding via minutes and other relevant reports.

Attachment G: Petersburg Contingency and Restructuring Work Group

Report to the School and Division Accountability Committee

June 18, 2008

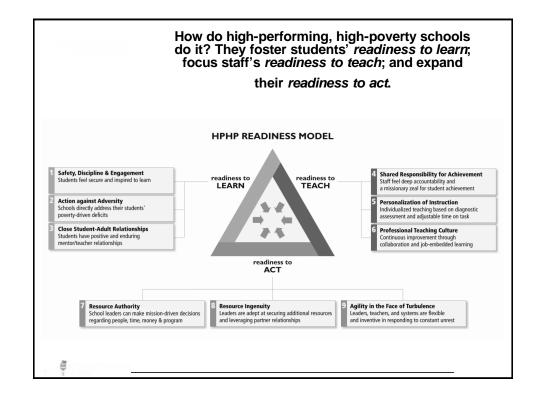
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Committee's Charge Was Limited in Scope to the Middle Grades 6-8

- Alternative governance
- Choice option for middle school students and parents
- Research-based focus on core content
- Recruitment, selection and supervision of highly qualified personnel by an <u>independent</u> entity
- Proven track record of educational success





Why has so little fundamental change occurred in failing schools to date?

Lack of leverage: No real help from NCLB; incremental reforms remain the common choice

Lack of capacity: In state agencies, districts, schools, partners

Lack of exemplars: No successful models at scale, no real consensus even on definitions

Lack of public will: Failing schools have no constituency; hence, insufficient funding to date

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These gaps have led to state strategies that are insufficient to meet the challenge:

Insufficient incentives for educators to choose major change

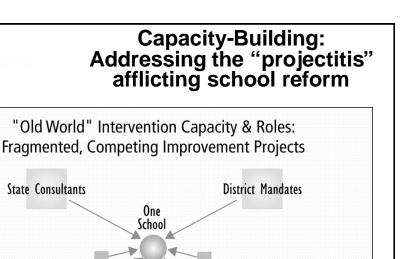
- Too few positive incentives: reasons to opt into real transformation
- No negative incentives: unattractive consequences for inaction
- Lack of aggressive, clear performance targets

Insufficient comprehensiveness, intensity, and sustainability

- No state engagement in changing conditions rules for adults
- No overall "people strategy" developing capacity for turnaround
- No school clustering: limits effectiveness and scale
- All "loose," no "tight": e.g., more systematic on curriculum, PD
- Limited partner support: "light touch," small scale, fragmented
- Limited district connection to school improvement effort

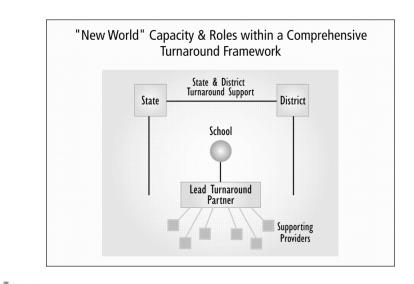
Insufficient commitment from the state

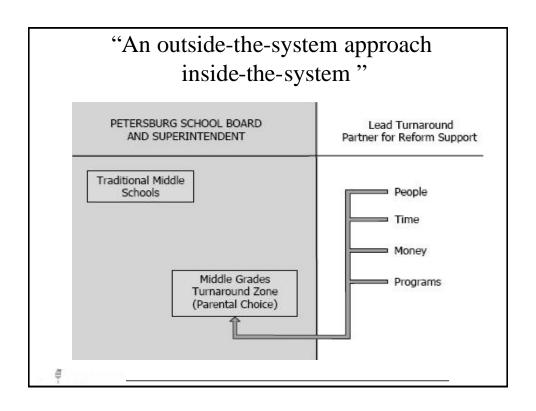
- Lack of high-visibility public and private sector commitment
- SEA lacks sufficient flexibility, authority, resources



A new model: deeply embedded lead turnaround partners, integrating the work of other providers

Many Providers & Partners





Petersburg's Middle Grades Turnaround Zone

- Driven by parental choice to provide all students with an opportunity to attend the "turnaround zone"
- Shared accountability between the Petersburg School Board and the Lead Turnaround Partner
- Led by an Lead Turnaround Partner with a proven record of success
- Led by an Lead Turnaround Partner that provides deep, systemic instructional reform
- Centered on the Lead Turnaround Partner providing an outside-the- system approach inside-the-system

Petersburg's Middle Grades Turnaround Zone, Continued

- Facilitated through a partnership with the Parents, Lead Turnaround Partner, Petersburg School Board, Virginia Department of Education, and Virginia Board of Education through aMemorandum of Understanding
- Funding for the "turnaround zone" is provided by the Petersburg School Board on a prorated per pupil cost which is aligned to the cost per pupil of nonturnaround zone middle school students – but finances remain with Petersburg School Board
- Employ research-based strategies that provide an immediate and dramatic turnaround in student achievement.

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Lead Turnaround Partner Changing Conditions- People

- Recruit and select teachers and a program leader who have a proven record of success of increasing student achievement
- Structure teacher and principal contracts
- Develop and engage teachers and principal in professional development aligned to programmatic goals.
- Promote student motivation for learning

Lead Turnaround Partner Changing Conditions- People, Continued

- Secure parental commitment and involvement through school choice
- Promote parental capacity to support student engagement, motivation, and learning within school, at home and in the community
- Secure community support to garner human resources needed for reform
- Evaluate teacher and principal performance and outcomes and make staffing recommendations accordingly.

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Lead Turnaround Partner Changing Conditions- People, Continued

- Develop constructive relationships with existing school personnel
- Expand on existing community commitment and support to garner resources needed for the reform

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Lead Turnaround Partner Changing Conditions - Time

- Change the school calendar according to student and program needs, for example, year-round schools or extending the length of the school day
 - Require commitment from parents to allow for additional time for instruction (such as afterschool support)
 - Require commitment from teachers to allow for additional time for instruction and professional development

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Lead Turnaround Partner Changing Conditions - Program

- · Maintain authority and autonomy over programs
- Provide comprehensive, coherent, manageable, and integrated instructional and support programs
- Maintain authority to determine which programs are used and which programs are to be eliminated
- Align curriculum, instruction, classroom formative assessment and sustained professional development to build rigor, student-teacher relationships, and provide relevant instruction that engages and motivates students

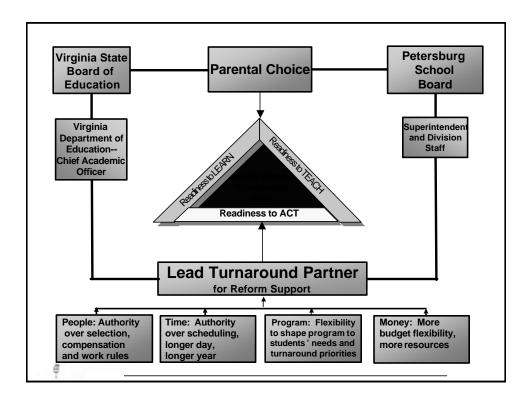
Lead Turnaround Partner Changing Conditions – Program, Continued

- Organize programming to engage students' sense of adventure, camaraderie, and competition
- Develop and implement evidence-based discipline programs that minimize time out of school and/or class
- Secure supporting partners to address social, emotional, and behavioral issues (e.g., over-age students)
- Collaborate, identify and secure adequate materials from LEA resources (such as Algebra Readiness Diagnostic Assessment)
- Identify and secure outside resources needed in the reform effort

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Lead Turnaround Partner - Money

- Develop a budget based on available prorated per pupil amounts of local, basic SOQ, school improvement, appropriate Title monies, and special education funding in addition to other sources identified and aligned specifically for the turnaround zone
- Basic SOQ funding provided by the Petersburg School Board – but the responsibility for finances remains with the Petersburg School Board
- Seek outside funding from the greater community (business, private foundations, federal, state sources) to support the reform effort



Did We Meet the Charge?

- ✓ Alternative governance
- √ Choice option for middle grade students and parents
- ✓ Research-based focus on core content
- √ Recruitment, selection and supervision
 of highly qualified personnel by an
 independent entity
- ✓ Organization with track record of educational success

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